

OCTOBER - DECEMBER 2000



# CONTINGENCY PREPAREDNESS REVIEW

A quarterly newsletter prepared by the Contingency Preparedness School, TRACEN Yorktown

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## Talking to the "P"

By LCDR David C. Haynes

It's called talking to the "P". And the cry is, "the wheel of death is dead!" Numerous attendees are saying it's the best ICS training they've ever had. Others say it's what we've needed all along because it answers most of the nagging questions of how to really use the ICS process during a response.

The official name of this training is: *Incident Command System Planning Process Workshop* (ICSPPPWS), and it's only been done three times in last six months. The first training occurred in Petaluma, CA, attended by a select group of students. The second was held in Portland, OR, where Thirteenth District personnel along with local and state responders attended. The third round of training was provided to U.S. Navy oil spill responders and held in Williamsburg, Virginia. These first three courses were considered pilot convenings.

Nearly two years in the making, the ICSPPPWS curriculum development required the input of various ICS and training professionals from throughout the Coast Guard and include some invaluable assistance from several ICS wildland fire-fighting experts based in California.

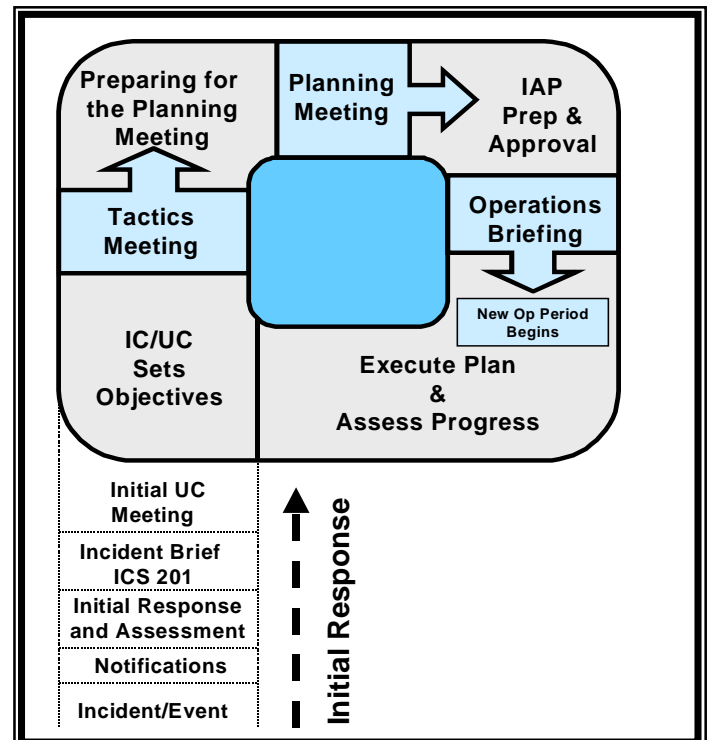
The objectives of the training is to use well developed scenarios to drive students from initial response actions where they are using an ICS-201 form to establish incident objectives and assign response resources. Eventually, stu-

dents are walked through the entire planning process as they develop a complete Incident Action Plan (IAP). The training focuses on the ICS planning processes within the Planning and Operations Sections, and walks the student around the **Planning "P"** several times to reinforce the lesson objectives. At the conclusion of the four to five day training session, students have a very good grasp of the entire process.

The target audience for ICSPPPWS training is for all levels of responders that have taken at least ICS-300 level training. This is important since the ICSPPPWS delves much deeper into the actual mechanics of ICS.

There are at least three ICSPPPWS planned for FY-01 but no locations established at this time. The point of contact is GM1 Tracy Taylor at the National Strike Force Coordination Center at (252) 331-6000, extension 3058.

*LCDR David Haynes is the Contingency Preparedness School Chief and, assisted in the design of the ICSPPPWS Course*



## Jointness Begins at Home - Responding to Domestic Emergencies

by Captain Alan Brown, USCGR

Published Article Review by: LT Dan Deptula

Are you still sorting out the similarities, differences and compatibility of the Joint Operational, Planning and Execution System (JOPES) and Incident Command System (ICS) as both a planning and an execution response management system? Don't worry, so is the rest of the Coast Guard. As we explore application of these systems, a watchful eye peers over all other agencies using them, particularly the Department of Defense (DoD). Perhaps, then, an enlightening piece of literature to add to your Preparedness library on this subject is *Jointness Begins at Home - Responding to Domestic Emergencies* written last year by Alan Brown. This is a concise, well-researched summary of the expected integration of our Armed Forces and the state and local forces responding to large-scale natural or man-made disasters.

The article was designed to give the DoD audience an introductory "ICS 101", and then show, as a model of ICS application, how the USCG used it for a multi-agency spill response under the National Contingency Plan (NCP). The article covers some of the lessons learned in both the *World Prodigy* and *North Cape*, which became the largest maritime spill in the history of Rhode Island when these incidents occurred in 1989 and 1996, respectively. Mr. Brown advised, "the key is to get DoD folks to learn enough about ICS so they can knit into a domestic response more effectively." The article also advocates domestic assistance as something that can enhance DoD's readiness posture, rather than distract them from their primary war-fighting missions.

The Coast Guard mandated ICS as our primary response management tool for all contingency operations. If not already a part of your library, make sure you get a copy of COMDTINST 3120.14 dated August 24, 1998. As the article points out, the other four Armed Services are beginning to integrate ICS into their Military Support to Civil Authorities doctrine, as well. Defense Secretary William Cohen shed light on this trend in an October 1999 change of command ceremony and switch from USACOM to U.S. Joint Forces Command (USJFCOM). Contingency response operations to such threats as terrorism and weapons of mass destruction (WMD) will require significant involvement of military resources through a Joint Task Force for Civil Support. "The key word is civil support," Cohen said. "Under this joint task force it is very clear that (the military) is subordinate to civilian control." This concept isn't just for terrorism or weapons of mass destruction either, and includes DoD support to natural and man-made contingencies as well. Quite often though the Coast Guard, civilian or local responders to multi-agency incidents are utilizing ICS as their response management tool of choice. Though JOPES, joint operational plan-

ning and execution system, has been the DoD's standard for all military operations, the Incident Command System is becoming that critical common denominator that facilitates all federal, state, and local agencies to work together in the U.S.

His article, "Jointness Begins at Home - Responding to Domestic Emergencies", was published in the defense journal "Joint Forces Quarterly," in the Spring 99 issue located on the internet at:

[www.dtic.mil/doctrine/jel/jfq\\_pubs/spring99.htm](http://www.dtic.mil/doctrine/jel/jfq_pubs/spring99.htm)

**Be patient. It is a big file, and can take some time before it appears on the screen (approximately 3 min for PDF on WSIII).**

Captain Alan L. Brown, is the Senior Reserve officer assigned to Marine Safety Office Providence, Rhode Island.

## What the Expert's say

By: LCDR David Haynes

Chief, Contingency Preparedness School

Have you ever wondered what the private sector believes are critical to a successful response? The firm **Ericsson**, a large business organization that responds to international disasters, states that "The experts say a successful response is based on a few key factors: preparation, a quick local response, transportation, coordination, and communication."

**Ericsson** outlines what they mean by those few key factors:

- "Preparation means a disaster response plan that outlines what to do and how to deploy available services. It means a fast local response in the first 24 to 48 hours are critical to saving lives.
- Transportation is crucial to moving people out of harm's way, or moving emergency services or relief workers in.
- Coordination is vital when so many players are involved and so many need to know what's going on and what's needed where.
- Communication is vital to warn people about imminent disasters, to help coordinate an immediate response, to link and deploy resources, & to rejoin people with loved ones in the wake of disaster.

The Contingency Preparedness school teaches these same principles through the Coast Guard's contingency planning process. If you are interested in attending any of the courses we offer, please contact your district preparedness & planning office for opportunities to attend.

## A Lexicon of Contingency Preparedness – A mini-series

*Staff Article*

So you can walk-the-walk, but can you talk-the-talk? Today, the field of Contingency Preparedness is ever changing, constantly adapting to new terminology and can often be a bit confusing. Even, as this article is published, new instructions and policy will soon provide additional vocabulary and meaning to the world of Contingency Preparedness. As we have learned many times over, common terminology and effective communications are critical in multi-unit, multi-agency response operations, therefore we must keep pace. Whether it's face to face, a patchwork of assisting agencies, or the concerned public, we require an understanding of the words that define our actions.

This series attempts to provide an overview of the key concepts in Contingency Preparedness. Explanations and definitions are abridged, but include preferred Coast Guard references for further study. The series will not be presented in any particular order. However, they are to be published in sequence with each subsequent CPR newsletter. Keep these handy, as there will be a quiz in next quarter's issue. Test yourself, your planning staffs, and perhaps your CO!

**RISK ASSESSMENT :** Otherwise known as Port and/or AOR Risk Assessment, this activity identifies known or potential hazards, particularly their frequency, predictability, duration, and effect on the organization and its responsibilities to the public. Determining risk reveals what to plan for and the amount of planning and preparedness required to reduce it to a manageable level. It also validates predicted scenarios used for drills, exercises, and may further refine goals, missions, objectives, strategy, and tactics for response plans. In terms of Contingency Preparedness, those 11 major, (natural, man-made, and military) large-scale incidents and any other AOR-specific validated threat that would require a contingency-scale response is the target of this risk assessment process. There is no formal CG mandated process for risk assessment. However, several known [models of risk assessment have common steps](#), which also may give you an appreciation for the scope of commitment it takes to do it right. See above.

1. Operational Risk Management, COMDTINST 3500.3
2. Risk Based Decision Making Guidelines (G-MSE,WKS)

## The future of OSC2, software for managing incidents and exercises

*LT Dan Deptula,*

*Instructor, Contingency Preparedness School*

A software project that started over five years ago is closing in on completion. However, for those who have been involved in the development of the On-Scene Command and Control (OSC2) system, the new estimated time of arrival to your Standard Workstation III is somewhat bittersweet.

A joint team composed of the Office of Response (G-MOR-3), our R&D Center in Groton, CT, the National Strike Force Coordination Center, and Applied Science Associates, Inc. conspired to create OSC2, a computer software application that plays Geographic Information System (GIS) technology, oil spill trajectory analysis, and information management to the tune of Incident Command System (ICS).

Although originally designed for oil and hazardous substance spill response, the system will be capable of being utilized for any multi-agency, ICS-based contingency response operations. Equipped with electronic ICS forms, chart and mapping overlays, and a Microsoft Access relational database which can automatically update other ICS forms as information is entered, this system has been touted as the future in efficient management of resources during a large scale response. Of course the Planning Section Chiefs out there are big fans of this project. Anything to make the IAP process

easier is welcomed with open arms!

But, it may be awhile before you'll get your hands on it. Instead of continuing with a commercial procurement, OSC2 will become a component of the ongoing Marine Safety Network (MSN) project being developed by Operations Systems Center, Martinsburg, WV.

Though there is a delay in delivery of OSC2 to the field, **LCDR Steve Wischmann, G-MOR-3** and OSC2 project shepherd for the last couple years believes it is worth the wait. Not to mention the cost savings in development, but "this delay will be countervailed by the deployment of the system Coast Guard-wide at the out-set, versus a progressive deployment of a few licenses at a time." The new timeline for complete field-level implementation is Spring/Summer 2002. "The bottom line is that OSC2 is alive and well and coming to a computer near you." Soon...

### Common Risk Assessment Steps

- Define the boundary limits of your assessment in geographic, authoritative, and jurisdictional terms.
- Identify sources, experts and stakeholders that can provide information regarding risk
- Gather these resources (stakeholders, experts, and sources of information) and engage in scenario-based contingency preparedness planning.
- Analyzing historical incidents, lessons learned, best practices
- Analyze data, conduct trend analysis, evaluate expert and stakeholder input
- Develop risk reduction measures or strategies which attempt to reduce risk to acceptable, manageable levels
- Implement, monitor, and evaluate these measures

*Fiscal Year 2001 Course Schedule*

<u>Title/Location</u>	<u>Duration/quotas per class</u>	<u>1QTR</u>	<u>2QTR</u>	<u>3QTR</u>	<u>4QTR</u>	<u>Send TRNG Req. to:</u>
MS-732 Contingency Planner, Port Level (E-7 to O-3)	12 Days/20	16OCT00		09APR01		District/Area Planning Staff
MS-733 Command & Staff (Area & District Staffs)	12 Days/20	NONE SCHEDULED				District/Area Planning Staff
MS-734 Contingency Planner and Exercise Course (E-7 to O-3)	19 Days/20			11JUN01		District/Area Planning Staff
MS-735 Exercise Planner, Port Level (E-7 to O-3)	12 Days/20		22JAN01			District/Area Planning Staff
MS-739 Command & Control (O-5 & O-6)	5 Days/20	27NOV00	26FEB01	21MAY01	06AUG01	District/Area Planning Staff

## Combining the Planner and Exercise Courses – A Three Week Pilot

By: LT Dan Deptula, MS 734 Course Administrator

On June 11<sup>th</sup>, 2001, the Contingency Preparedness School will provide a three-week pilot course that combines the information and skill development offered in both MS-732 and MS-735, respectively. It is designed for officers at the port, district, or area level who coordinate the development of or review contingency plans, Area Contingency Plans, operation orders, or incident action plans in support of all contingency response operations. The course is also for officers who plan port level exercises, and for district/area/headquarters staff officers who review and approve plans and budgets for port level exercises. The target audience is normally O-1 to O-4, including Marine Safety, Operations, and Support Command personnel with these responsibilities.

This course is a reflection of the needs of the field and a function of effectiveness. After reviewing the outgoing surveys of students attending the CPCP and CPXP courses for the last few years, we found an interesting trend. The recommendation to combine them both, primarily due to duplicate lesson blocks for returning students and the costs of time and money spent away from their units, was a common theme from our Active Duty and Reserve members alike.

The course emphasizes all components of the **Cycle of Quality Preparedness**: Begins with scenario-based planning principles, risk assessment, and doctrine of preparedness and response planning processes (JOPES and ICS). Skill development continues with creating executable plans, operations orders, and incident action plans. Then, practical application of exercise policy, development, execution, and evaluation is provided. Completing the Cycle is successful response planning concepts; after-action reporting and lessons learned requirements. Students will also improve their ICS skills in a shortened Planning Process Workshop portion of the course.

Both versions of the original MS-732 and MS-735 will continue to be delivered according to the above schedule in FY-01.

## Building a Better Web-Site

By: LT Mark Emmons,

Instructor, Contingency Preparedness School

Ever feel like a Commodore 64 in a Pentium world. As I reached that great milestone of 40 years old this year, the cold hard facts hit me: my child of 9 years old probably knows more about computers than I do. Needless to say, I'm learning. We here at the Contingency Preparedness School are always in the learning mode, this time it's e-learning.

I'm talking about the Contingency Preparedness web page located on the Training Center Yorktown's web page: [www.uscg.mil/hq/rtc/mschools/cps/cpindex.html](http://www.uscg.mil/hq/rtc/mschools/cps/cpindex.html). This web page has a new look and a new feel...and it's only the beginning. If you haven't visited before, give us a look. We've added more descriptions of our courses including information on our combined three-week Planner and Exercise course to be held in June 2001.

We've also added a few pictures, and, of course, the staff's ugly mugs (click on "Staff"). Our Related Sites have useful sites that you, as Planners, may find helpful. Our related links will grow as we add more contingency preparedness related sites.

We have big plans for our web site. In the near future our *Contingency Preparedness Review* Newsletter will be available online, we'll include downloadable ICS forms, handbooks, job aids, and other related documents and forms. Our vision is to have a fully functional online Contingency Preparedness resource center. A planner's virtual one-stop-shop to help increase your probability of successful contingency preparedness and response.

Since this is our first stab at web page development, as always we are open to suggestions from the field. Tell us the things you would like to see in our CP web site?

Contact LT Mark Emmons at [memmons@rtc.uscg.mil](mailto:memmons@rtc.uscg.mil) for more information or suggestions.

## A Multi-Contingency Fog: New Tools for the Trade

By: LT Dan Deptula

Soon to be published and distributed to the field is the USCG Multi-Contingency Field Operations Guide (FOG) - COMDTPUB P3120.17. For those familiar with the pocket-sized (red cover) Oil Spill FOG (ICS-OS-420-1) many will find similarities such as format, common responsibilities and ICS position descriptions. However, just as the name implies, this FOG provides Coast Guard personnel with a guide to assist in response to complex multi-agency emergencies, not just oil spills. *Note: the Oil Spill FOG (ICS-OS-420) will not be discontinued. There is a new 2000 edition available at [www.uscg.mil/hq/nsfcc/nsfweb/NSF/online.doc2.html](http://www.uscg.mil/hq/nsfcc/nsfweb/NSF/online.doc2.html)*

Since its formal adoption in 1998 as the response management system for all contingency responses, **the Incident Command System (ICS) has become a successful response tool for the Coast Guard.** However, there has been little guidance on its all-hazards application. It has become necessary to integrate this system into our responses as other emergency management agencies at the local, state, and federal level use ICS as their standard for planning and responding to emergencies regardless of the type of hazard or risk.

In this first edition of the Multi-Contingency FOG, you will see response concepts for Search and Rescue, Law Enforcement, Oil Spills, Hazardous Substance Spills, Terrorism, Marine Fire, and Multi-Casualty. Each chapter contains full explanations of the ICS organization and examples of the modular development of the organization as the incident grows from initial response to full-scale multi-branch, multi-agency response. "The goal is to provide a scenario that challenges our traditional organizational structures by matching possible applications of ICS to the type of contingency," says **LCDR Timothy Deal, G-MOR-2** project manager of the new FOG.

There is an array of technical specialists outlined in the Planning Section, Chapter 8. The Chaplain Emergency Response Team (CERT), Critical Incident Stress Management Team (CISM), Fire Behavior, Geographic Information Specialists (GIS) and the Salvage Engineering Response Team (SERT) are just a few.

The significance of bringing in these specialists to an incident was highlighted during and after the response to the Egypt Air 990 crash last year and Alaska Air 261 in January 2000.

Look for your new FOG's in the months to come.

## Learning Lessons from Response Case Study: ALASKA AIR 261

Staff Article

Most of us remember the grim facts of Alaska Air Flight 261 crashing into the Southern California coastal waters with 88 passengers onboard. However, as always in the face of tragedy, Coast Guard units executed an immediate, comprehensive response. This incident, by definition, was a contingency, and required a response organization beyond the scope of normal operations for all units and agencies involved.

The circumstances of this incident highlight several challenges that we face as one of many response agencies with functional authority and/or jurisdictional responsibility. While you were sitting in your Port or AOR and learned about this incident, what went through your mind? Perhaps you spent some moments thinking about your own prepared-

ness regarding an Air/Sea Disaster or Marine Casualty contingency response. What is the probability of a successful response in your AOR?

Essential to increasing that probability of success is the proactive review of Lessons Learned. It is an iterative process. Not only can we learn the pros and cons of a response, but we can also cross-examine these elements among our own preparedness, providing necessary feedback for improvement.

The comprehensive Lessons Learned Report from MSO/Group Los Angeles - Long Beach provides insight to many critical elements of a contingency

response. Download this report from PACAREA's web page. Go to [www.cgweb.pacarea.uscg.mil/pacareaappg-test](http://www.cgweb.pacarea.uscg.mil/pacareaappg-test) and click on archives...

### Some of the issues you'll find in the Alaska Air 261 Response - Lesson Learned Report are:

- Usage of Incident Command System/Unified Command
- VIP visitation and management
- Communication between responders
- Interaction with National Transportation Safety Board
- Public Affairs/Joint Information Center execution
- Stakeholder support and liaison officer deployment
- Role of On Scene Commander (OSC)
- Role of Integrated Support Command
- Civilian Relief Organization support
- And many more...

Also, check out [www.cgsails.uscg.mil](http://www.cgsails.uscg.mil) for more information on our new lessons learned program.

"It is inconceivable that the Coast Guard would be acting independently in any of the large-scale emergencies listed below. Therefore, it is critical that our personnel understand the ICS management organization, understand its language & terminology, and most importantly, understand how to interact within the ICS to accomplish tasks and ultimately complete the mission to the highest professional standard."

- COMDTPUB P3120.17  
Multi-Contingency FOG

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## ***Contingency Preparedness Review***

This newsletter is an authorized publication of news and information relating to the Contingency Preparedness program and is published quarterly.

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The views and opinions expressed herein are not necessarily those of the Department of Transportation or the United States Coast Guard.

The editorial staff reserves the right to edit all submitted articles for content and space.

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